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ABSTRACT

This report discusses the current federal role in career education under the Career Education Incentive Act (PL 95-207), which authorizes a federal formula grant program to states and to two national discretionary grant programs. An introduction explains the purpose of the Act, which is to make education as preparation for work a primary educational goal by increasing the emphasis placed on career awareness, exploration, decisionmaking, and planning. The following information concerning P.L. 95-207 is presented: a definition of career education; provisions of the current law; funding levels; evaluation requirements; legislative history; and a chronology of events. (EM)

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THE CAREER EDUCATION INCENTIVE ACT: A BACKGROUND PAPER

by

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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SUMMARY

This report discusses the current Federal role in career education under the Career Education Incentive Act (P.L. 95-207) which authorizes a Federal formula grant program to States and two national discretionary grant programs. The report also describes the various sections of the Career Education Incentive Act and includes a legislative history.

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Introduction

The Career Education Incentive Act, P.L. 95-207 (CEA) authorizes funds for the establishment of career education programs at the Federal, State, and local educational agency (LEA) level. The purpose of the CEA is to make education as preparation for work a primary educational goal by increasing the emphasis placed on career awareness, exploration, decisionmaking, and planning.

The CEA authorizes the Commissioner of Education to administer two national discretionary grant programs and one formula grant program. National discretionary activities include development and demonstration of exemplary career education models and demonstration of career education projects at the postsecondary level. The formula grant program authorizes States to support leadership, administration, and demonstration projects.

The CEA defines career education to include activities involving career awareness, exploration, decisionmaking, and planning but not including any activity which specifically requires skill training. The definition also emphasizes that such career education programs must be free from or designed to eliminate bias and stereotyping on account of race, sex, age, economic status or handicap.

The introduction of career education as a Federal policy concern began in 1971 as part of the Commissioner of Education's discretionary authority under the Vocational Education Act and under the National Center for Educational Research and Development. The concept was subsequently added as a special project in 1974 as part of P.L. 93-380

(Education Amendments of 1974). P.L. 93-380 also established the Office of Career Education within the U.S. Office of Education and the National Advisory Council on Career Education. P.L. 94-482 (Education Amendments of 1976) expanded the role of Federal activities by providing for State career education planning activities and Federal clearinghouse authority. The last major legislation affecting Federal career education policy was P.L. 95-207 (Career Education Incentive Act) authorizing Federal formula grants and two national discretionary programs.

The FY 1979 appropriation for the CEA is $32.5 million. The Act is authorized through the end of FY 1983.

Definition

Career education is an attempt to relate the school curricula to the rapidly changing world of work. It developed from several trends: a high rate of youth unemployment; an oversupply of persons trained for often non-existent jobs; and an undersupply of persons trained in certain technical fields. It has been broadly defined by Kenneth Hoyt, Director of the Office of Career Education, as the

> ...totality of experiences through which one learns about and prepares to engage in work as a part of his or her way of living.

Career education has been broadly defined by the CEA as the

> ...totality of experiences, which are designed to be free of bias and stereotyping (including bias and stereotyping on account of race, sex, age, economic status, or handicap), through which one learns about, and prepares to engage, work as part of his or her way of living, and through which he or she relates work values to other life roles and choices (such as family life).

Career education also has been defined by individuals and groups interested in the concept, all of which could fit within the broad definition provided by the CEA: These include

(1) Peter Bommarito, president of the United Rubber Workers Union of America, at the 1976 Commissioner's National Conference on Career Education —

> Career education can and should be an operating philosophy within our schools which helps all children become aware of the world of work in a way which broadens rather than limits their choices. It can and should help young people become aware of the world as it is as well as the way we would like it to be. It can and should be a way of bringing the community into the classroom and the student into the community. It can and should help provide options and flexibility in career choices.
>
> It cannot and should not be a new way to return to an old world of occupational predestination. It cannot and should not be an answer to youthful unemployment. That is not a problem stemming from the relevance of general education but rather a problem of an economy which does not provide enough jobs.

and

(2) Dr. Kenneth Hoyt, Director of the Office of Career Education in a prepared statement on H.R. 7, "Elementary and Secondary Career Education Act of 1977," before the Subcommittee on Elementary, Secondary, and Vocational Education Committee --

> Career education's basic contentions are that: (a) <u>one</u> of the basic goals of American education should be to prepare persons to work; (b) that goal is not now being adequately met; and (c) student needs with respect to this goal are both changing and growing to such an extent that this refocus is badly needed. Career education does <u>not</u> claim that "education as preparation for work" is either the <u>only</u> goal of American education or necessarily its most important goal. We seek neither to attack not to detract from other basic goals of American education. Rather, we seek only to bring a proper emphasis to the goal of "education as preparation for work."

Career education is often confused with vocational education. Vocational education is skill training at less than the baccalaureate level and is primarily focused on the high school and community college setting. Career education, on the other hand begins at the elementary level and continues through postsecondary education. It is focused on the development of different methods of providing students with the necessary information to make a satisfactory vocational or professional training decision.

Current Law

At the Federal level, the CEA authorizes the Commissioner of Education to carry out the following activities:

(1) Provide grants to State and local educational agencies, postsecondary institutions, and other non-profit agencies and organizations to support demonstrate, and develop effective methods, techniques, and models of career education with special emphasis placed on those projects designed to eliminate bias and stereotyping on account of race, sex, age, economic status, or handicap;

(2) Provide grants, contracts, or other arrangements with institutions or higher education, public agencies, and non-profit private organizations to conduct career education programs of national significance for postsecondary education, and postsecondary guidance and counseling programs; and

(3) administer a formula allocation grant program to the State.

The formula allocation grant program authorizes Federal grants to States based on a ratio of each State's population aged 5-18 to the Nation's population aged 5-18 with a minimum allocation to each State of $125,000. States are authorized to use up to 10 percent of the Federal grant for State career education leadership activities. These activities include in-service training, dissemination and evaluation of career

education activities, needs assessment, collaborative relationships with other agencies of State government and with public and private organizations, and promotional activities leading to the adoption of teacher training curricula for career education. States are also authorized to use up to 10 percent (5 percent in fiscal years 1980-83) to employ State administrative personnel and in reviewing and revising the State career education plan.

The remaining 80 percent of the State grant (85 percent in fiscal years 1980-1983) is to be distributed by the State agency to LEA's for comprehensive career education programs. Such programs are defined to include (1) providing inservice training; (2) establishing and operating career education councils; (3) conducting needs assessments and evaluations; (4) employing coordinators of career education programs; (5) developing work experiences with the primary purpose is career exploration; (6) instilling career education concepts in the classroom; (7) providing guidance, counseling, placement and follow-up services; and (8) developing collaborative relationships with groups representing the handicapped, minority groups, and women. The CEA requires that at least 15 percent of the total funds allocated for LEA's must be used for career guidance and counseling activities.

States, in order to be eligible to receive a Federal career education grant, must complete a plan describing the objectives it will carry out for providing career education for students in elementary and secondary school. The plan must also describe policies and procedures for assuring equal access for all students to such federally sponsored career education programs.

The Federal share of State administration is not to exceed 100 percent in FY 1979, 75 percent in FY 1980, and 50 percent in fiscal years 1981 through 1983. The Federal share of all other State activities is not to exceed 100 percent in fiscal years 1979 and 1980, 75 percent in fiscal year 1981, 50 percent in FY 1982, and 25 percent in FY 1985.

Federal Administration

Federal administration of the CEA is delegated to the Office of Career Education located within the U.S. Office of Education. The Career Education Office is charged with carrying out a National leadership role and providing upon request, technical assistance to participating State educational agencies. The Career Education Office is also required to conduct a comprehensive review of a random sample of State career education programs funded under the CEA by September 30, 1982.

The National Advisory Council on Career Education is responsible for advising the Commissioner of Education in carrying out the purpose of the CEA, reviewing the operation of other programs in the Office of Education which relate to career education, and determining the need for further legislation. The membership of the council is comprised of Federal non-voting representatives (Assistant Secretary of Health, Education, and Welfare for Education, Commissioner of Education, Director of the Office of Career Education, Director of the National Institute of Education, Administrator of the National Center for Education Statistics, Director of the National Science Foundation,

Chairman of the National Foundation for the Arts, Chairman of the National Foundation for the Humanities, and Chairman of the National Advisory Council for Vocational Education) and members representing the fields of education, guidance and counseling, arts and humanities, sciences, community services, business and industry, and organizations of handicapped persons, minority groups, and women who understand the effects of employment discrimination or stereotyping.

Funding Levels for the Career Education Incentive Act 1979-1983

	Authorization[1] (in millions)		Appropriation (in millions)
(1) Federal grant to States of which 6.5 percent is to be used for a national discretionary grant program to develop career education methods, techniques, and models and conduct evaluations and information activities)	FY 79	$ 50	FY 79 $23.75[2]
	FY 80	$100	
	FY 81	$100	
	FY 82	$ 50	
	FY 83	$ 25	
(2) Postsecondary career education	FY 79	$ 15	FY 79 $ 8.75[2]
	FY 80	$ 15	
	FY 81	$ 15	
	FY 82	$ 15	
	FY 83	$ 15	

1/ Authorization levels as set in the Career Education Incentive Act (P.L. 95-207).

2/ Appropriation levels as set in the Labor-HEW Appropriations Act for FY 1979 (P.L. 95-480).

Evaluations

The CEA requires several evaluations at the Federal and State levels during the course of the program. At the Federal level the CEA requires the Commissioner of Education to review a random sample of State career education programs by September 30, 1982. At the State level the CEA requires States to preface an annual report evaluating the extent to which the objectives of the State career education plan have been implemented. The State report must also include a description of the funded exemplary programs and an analysis of their results.

Legislative History

Career education was first advocated as a Federal policy concern in 1971 by Dr. Sidney Marland, then U.S. Commissioner of Education, as part of his discretionary research authority under the Vocational Education Act (VEA) and the National Center for Educational Research and Development (NCERD). These early efforts focused on three areas: development of four alternative models of career education at NCERD, initiation of State projects with broad career information objectives including the development of favorable attitudes about the social and economic significance of work among school aged persons, and development of elementary and secondary school curriculum based on the range of available jobs.

The objective of one of these career education models, experience based career education (EBEC), was the restructuring of the educational environment to offer students direct experience in various work settings as unpaid interns or observers. As an example, at an EBEC program at Olney High School in Philadelphia, one student as part of a EBEC internship, explored career opportunities in broadcasting at a local radio station. She received course credit in English, career awareness, and social studies for completing the internship and certain independent study courses. Another student at Olney explored career opportunities in welding as part of an internship at a refrigerator factory. He received course credit for applied math, English, and career awareness for completing the internship and certain independent study projects Currently, 150 school districts in 49 States are operating EBEC type projects. It has been estimated by NIE that since 1972, 25,000 students have enrolled in EBEC type projects.

Legislative Developments

The Education Amendments of 1972 (P.L. 92-318) -- Research Related to Career Education

The Education Amendments of 1972 education established the National Institute of Education (NIE) and included among its responsibilities research related to career education.

The Education Amendments of 1974 (P.L. 93-380) -- Established the Office of Career Education and Provided for State Planning Activities

The Education Amendments of 1974, Section 406, Career Education, Title IV, authorized the following career education activities: development of State plans, development of exemplary models and techniques; establishment of an Office of Career Education within the Office of Education; establishment of a National Advisory Council on Career Education; and a survey and assessment of the status of career education programs across the Nation. Career Education was broadly defined by the Office of Career Education for the purposes of this part as a process designed to increase the relationship between school and society, extend the process of education beyond the school and into the area of employment and the community, and eliminate any distinction between education for vocational purposes and general or academic education. (CFR V. 45, Sec. 160(d)(2))

Authorization of appropriations for Sec. 406 was set at $15 million annually for each of the fiscal years 1975 through 1978, of which $10 million was appropriated for each of these fiscal years. Under Sec. 406, 49 States applied for and received planning grants for fiscal year 1977. Other funds available under this part were used by the Office of Career Education to support demonstration projects within the following five broad areas: elementary and secondary schools; community colleges, four year colleges, and adult education programs; special groups including the handicapped, low-income, and gifted; inservice training; and dissemination.

Funds appropriated for this part were also used to contract with the American Institute for Research (AIR) to carry out a national assessment of career education programs. The assessment found that in a majority of the school districts surveyed (900), at least some career education activities had been initiated. However, of these districts only three percent had developed comprehensive career education as defined by a 1975 U.S. Office of Education policy paper. (This paper listed program guidelines for teachers, counselors, school administrators, and members of the community in developing career education programs. Other findings of the AIR study included:

(a) 20 percent of the teachers in these districts have been involved in career education training activities;

(b) lack of financial resources was frequently mentioned as critical to the further development of career education in the surveyed districts;

(c) increased community involvement was considered a primary component of a successful program; and

(d) activities most frequently cited as helping young people learn and prepare for work, involved those activities which involved exposure to the work environment.

The Education Amendments of 1976 (P.L. 94-482) -- State Planning and Federal Clearinghouse Activities

The Education Amendments of 1976, Title III -- Extension and Revision of Other Education Programs, Part C -- Career Education authorized State Planning activities to extend career education programs and services to all persons in each State including the

dissemination of new concepts in career education, inservice teacher training courses, programs to relate education to the area of employment and community affairs. Part C also authorized certain Federal clearinghouse and information activities.

The Career Education Incentive Act (P.L. 95-207)

The passage of the Career Education Incentive Act in 1977 represented an expansion in the role of Federal career education efforts to include Federal formula grant allocations to the States. The CEA also expanded the Federal discretionary role to include not only grants for elementary and secondary career education programs but to specifically include post-secondary career education as well.

Chronology of Events

10/18/78 -- Labor-HEW Appropriations Act (P.L. 95-480) authorized $32.5 million to fund "The Career Education Incentive Act" for FY 1979.

12/13/77 -- Approved, P.L. 95-207, "The Career Education Incentive Act"

11/29/77 -- Conference Report on H.R. 7 (H. Rept. 95-816), "The Career Education Incentive Act of 1977," agreed to by the House.

11/22/77 -- Conference Report on H.R. 7 (H. Rept. 95-816) agreed to by the Senate.

10/20/77 -- S. 1328, "The Career Education Incentive Act" passed the Senate.

09/30/77 -- Mark-up of S. 1328 by the Human Resources Committee (S. Rept. No. 95-498) and then order reported to the Senate.

08/05/77 -- S. 1328 amended by Senator Hathaway by Amendment No. 825.

06/14/77
and
06/06/77 -- Hearings held on S. 1328 by Subcommittee on Education, Arts, and Humanities of the Committee on Human Resources.

04/20/77 -- S. 1328, "The Career Education Implementation Incentive Act" was introduced by Senator Hathaway

04/05/77 -- H.R. 7 "Career Education Act of 1977," passed the House 398-14.

03/22/77 -- Mark-up of H.R. 7 by the full Committee on Education and Labor (H. Rept. No. 95-150) and then ordered reported to the House.

03/16/77 -- Mark-up of H.R. 7 by the Subcommittee on Elementary, Secondary, and Vocational Education and then ordered reported to the full Committee on Education and Labor

02/08/77
through
03/03/77 -- Hearings held on H.R. 7 by the Subcommittee on Elementary, Secondary, and Vocational Education.

01/04/77 -- H.R. 7, "A Bill to Authorize a Career Education Program for Elementary and Secondary Schools and for Other Purposes" was introduced by Mr. Perkins and 17 others.

11/00/76 -- Commissioner's National Conference on Career Education.

10/12/76 -- The Education Amendments of 1976 (P.L. 94-482) were signed into law which authorizes State planning activities and certain Federal clearinghouse activities.

08/00/75 -- The Boundless Resource, by W. Williard Wirtz (former Secretary of Labor) calls for a national education-work policy.

08/21/74 -- The Education Amendments of 1974 (P.L. 93-380) were signed into law which provided for certain career education activities including the establishment of an Office of Career Education within the U.S. Office of Education, establishment of a National Advisory Council on Career Education, and the development of exemplary models and techniques.

04/29/74 -- Council of Chief State School Officers Conference for State Directors and Coordinators of Career Education.

06/23/72 -- The Education Amendments of 1972 (P.L. 92-318) were signed into law which included career education as part of the responsibilities of the National Institute of Education.

03/00/72
through
04/00/72 --Commissioner's regional conferences on career education.
06/00/71 --Commissioner of Education, Sydney P. Marland introduced career education as part of his research discretionary authority under the Vocational Education Act, Part C -- Research and Training in Vocational Education.